

113TH CONGRESS  
2D SESSION

# S. 2171

To address voluntary location tracking of electronic communications devices,  
and for other purposes.

---

## IN THE SENATE OF THE UNITED STATES

MARCH 27, 2014

Mr. FRANKEN (for himself, Mr. COONS, and Ms. WARREN) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

---

## A BILL

To address voluntary location tracking of electronic communications devices, and for other purposes.

1       *Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

**3 SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Location Privacy Protection Act of 2014”.

**6 SEC. 2. DEFINITION.**

7       In this Act, the term “geolocation information” has  
8 the meaning given that term in section 2713 of title 18,  
9 United States Code, as added by this Act.

1 **SEC. 3. VOLUNTARY LOCATION TRACKING OF ELECTRONIC**2 **COMMUNICATIONS DEVICES.**

3 (a) IN GENERAL.—Chapter 121 of title 18, United  
4 States Code, is amended by adding at the end the fol-  
5 lowing:

6 **“§ 2713. Voluntary location tracking of electronic**7 **communications devices**

8 “(a) DEFINITIONS.—In this section—

9 “(1) the term ‘covered entity’ means a non-  
10 governmental individual or entity;

11 “(2) the term ‘consent’ means affirmative ex-  
12 press consent after receiving clear, prominent, and  
13 accurate notice that—

14 “(A) informs the individual that his or her  
15 geolocation information will be collected by the  
16 covered entity; and

17 “(B) identifies the categories of covered  
18 entities to which the geolocation information  
19 may be disclosed by the covered entity;

20 “(C) provides the individual a hyperlink or  
21 comparably easily accessible means to access  
22 the information specified in subsection (b)(4);

23 “(3) the term ‘electronic communications de-  
24 vice’ means any device that—

25 “(A) enables access to, or use of, an elec-  
26 tronic communications system, electronic com-

1           munication service, remote computing service,  
2           or geolocation information service; and

3           “(B) is commonly carried by or on the per-  
4           son of an individual or commonly travels with  
5           the individual, including in or as part of a vehi-  
6           cle the individual drives;

7           “(4) the term ‘geolocation information’—

8           “(A) means any information that—

9               “(i) is not the contents of a commu-  
10              nication;

11               “(ii) is in whole or in part generated  
12              by or derived from the operation or use of  
13              an electronic communications device; and

14               “(iii) is sufficient to identify the street  
15              name and name of the city or town in  
16              which the device is located; and

17           “(B) does not include the Internet protocol  
18              address or the home, business, or billing ad-  
19              dress of the individual, or any component parts  
20              of such addresses; and

21           “(5) the term ‘geolocation information service’  
22              means the provision of a global positioning service or  
23              other mapping, locational, or directional information  
24              service.

1       “(b) COLLECTION OR DISCLOSURE OF GEOLOCATION  
2 INFORMATION TO OR BY NONGOVERNMENTAL ENTI-  
3 TIES.—

4           “(1) IN GENERAL.—Except as provided in para-  
5 graph (2), a covered entity may not knowingly col-  
6 lect or disclose to another covered entity the  
7 geolocation information from an electronic commu-  
8 nications device without the consent of the individual  
9 that is using the electronic communications device.

10          “(2) EXCEPTIONS.—A covered entity may  
11 knowingly collect or disclose to another covered enti-  
12 ty the geolocation information from an electronic  
13 communication device without consent if the collec-  
14 tion or disclosure is—

15           “(A) to allow a parent or legal guardian to  
16 locate an unemancipated minor child or ward;

17           “(B) to allow a court-appointed guardian  
18 to locate a legally incapacitated person;

19           “(C) for the provision of fire, medical, pub-  
20 lic safety, or other emergency services;

21           “(D) pursuant to a court order in a civil  
22 proceeding upon a showing of compelling need  
23 for the information that cannot be accommo-  
24 dated by any other means, if the individual is—

1                         “(i) given reasonable notice by the  
2                         person seeking the disclosure of the court  
3                         proceeding relevant to the issuance of the  
4                         court order; and

5                         “(ii) afforded the opportunity to ap-  
6                         pear and contest the claim of the person  
7                         seeking the disclosure;

8                         “(E) requested by a law enforcement agen-  
9                         cy of the United States, a State, or a political  
10                         subdivision of a State pursuant to any lawful  
11                         authority or activity, including chapter 119, the  
12                         Federal Rules of Criminal Procedure, or any  
13                         other provision of Federal or State law, if the  
14                         covered entity uses the geolocation information  
15                         collected in response to the request solely for  
16                         law enforcement purposes;

17                         “(F) necessary for network operation by a  
18                         person that is subject to section 222 or 631 of  
19                         the Communications Act of 1934 (47 U.S.C.  
20                         222 and 551), if the person uses the informa-  
21                         tion solely for purposes of network operation;

22                         “(G) for the sole purpose of transmitting  
23                         the information to a person and in a cir-  
24                         cumstance described in subparagraph (A), (B),  
25                         (C), (D), (E), or (F);

1               “(H) necessary to protect the property of  
2               the covered entity or to protect the covered en-  
3               tity’s customers or other covered entities from  
4               fraudulent, abusive or unlawful conduct; or

5               “(I) conducted by any covered entity that  
6               is not the covered entity that initially collected  
7               the information from the electronic communica-  
8               tions device.

9               In granting an order described in subparagraph (D),  
10              the court shall impose appropriate safeguards  
11              against unauthorized disclosure.

12              “(3) ANTI-STALKING PROTECTIONS.—Except  
13              for an instance in which geolocation information is  
14              being collected under the exception described in  
15              paragraph (2)(E), a covered entity that initially col-  
16              lects geolocation information from an electronic com-  
17              munications device in a manner that the covered en-  
18              tity has reason to believe is imperceptible to the in-  
19              dividual using the electronic communications device  
20              shall, in addition to obtaining consent under para-  
21              graph (1), provide clear, prominent, and accurate  
22              notice to the individual, not earlier than 24 hours  
23              and not later than 7 days after the initial collection,  
24              informing the individual that his or her geolocation

1 information is being collected and providing him or  
2 her the information specified in paragraph (4).

3 “(4) PUBLICATION OF INFORMATION.—A cov-  
4 ered entity that collects the geolocation information  
5 of more than 1,000 electronic communications de-  
6 vices in a year shall maintain a publicly accessible  
7 Internet website that includes—

8 “(A) the nature of the geolocation informa-  
9 tion that the covered entity collects from elec-  
10 tronic communications devices;

11 “(B) the purposes for which the covered  
12 entity collects, uses, and discloses the informa-  
13 tion;

14 “(C) the specific covered entities to which  
15 the covered entity discloses geolocation informa-  
16 tion; and

17 “(D) how an individual may electronically  
18 revoke consent for the collection and disclosure  
19 of geolocation information.

20 “(c) RULEMAKING.—

21 “(1) IN GENERAL.—The Attorney General  
22 shall, in consultation with the Federal Trade Com-  
23 mission, issue regulations to implement the require-  
24 ments of this section. All regulations promulgated

1 under this section shall be issued in accordance with  
2 section 553 of title 5.

3 “(2) FLEXIBLE RULEMAKING.—In promul-  
4 gating regulations under this section, the Attorney  
5 General shall—

6                 “(A) avoid any regulatory requirement that  
7 would create redundant notifications or requests  
8 for consent, including in instances in which an  
9 individual has previously consented to the col-  
10 lection of his or her geolocation information or  
11 its disclosure to a particular category of individ-  
12 uals or entities; and

13                 “(B) ensure that such regulations address  
14 the specific operational requirements of shared  
15 and legacy electronic communications devices.

16 “(d) CIVIL REMEDIES.—

17                 “(1) ACTION BY ATTORNEY GENERAL OF THE  
18 UNITED STATES.—If the Attorney General of the  
19 United States has reasonable cause to believe that  
20 an individual or entity is violating this section or its  
21 implementing regulations, the Attorney General may  
22 bring a civil action in an appropriate United States  
23 district court.

24                 “(2) RIGHT OF ACTION.—Any individual ag-  
25 grieved by any action of an individual or entity in

1 violation of this section or its implementing regulations  
2 may bring a civil action in an appropriate  
3 United States district court.

4       “(3) RIGHTS OF ATTORNEY GENERAL.—

5           “(A) NOTICE.—

6                  “(i) IN GENERAL.—Except as provided in clause (iii), an aggrieved person  
7 bringing a civil action under paragraph (2)  
8 shall notify the Attorney General in writing  
9 that the person intends to bring the action  
10 before initiating that action.

11                  “(ii) CONTENTS.—A notification provided under clause (i) with respect to a  
12 civil action shall include a copy of the complaint  
13 to be filed to initiate the civil action.

14                  “(iii) EXCEPTION.—If it is not feasible for the person to provide the notification required by clause (i) before initiating  
15 a civil action under paragraph (2), the person shall notify the Attorney General immediately upon instituting the civil action.

16           “(B) INTERVENTION.—The Attorney General  
17 may—

1                   “(i) intervene in any civil action  
2                   brought by an aggrieved person under  
3                   paragraph (2); and

4                   “(ii) upon intervening—

5                   “(I) be heard on all matters arising  
6                   in the civil action; and

7                   “(II) file petitions for appeal of a  
8                   decision in the civil action.

9                   “(C) PREEMPTIVE ACTION.—If the Attorney  
10                  General brings a civil action under paragraph (1), a person may not, during the pendency of such action, bring a civil action under paragraph (2) against any defendant named in the complaint of the Attorney General for any violation with respect to which the Attorney General instituted such action.

17                  “(4) RELIEF.—

18                  “(A) IN GENERAL.—In a civil action  
19                  brought under this subsection, the court may  
20                  award—

21                  “(i) damages of not more than \$5,000 per violation per day while such a violation exists, with a maximum of \$500,000 per violation;

1                     “(ii) punitive damages in an addi-  
2                     tional amount of not more than \$5,000 per  
3                     violation per day while such violation ex-  
4                     ists, with a maximum of an additional  
5                     \$500,000 per violation;

6                     “(iii) reasonable attorney’s fees and  
7                     other litigation costs reasonably incurred;  
8                     and

9                     “(iv) such other preliminary or equi-  
10                     table relief as the court determines to be  
11                     appropriate.

12                     “(B) PENALTY LIMITS.—Notwithstanding  
13                     any other provision of law, the total amount of  
14                     civil penalties that may be imposed with respect  
15                     to a covered entity that violates this section or  
16                     its implementing regulations shall not exceed,  
17                     for all violations resulting from the same or re-  
18                     lated acts or omissions, \$1,000,000, unless the  
19                     conduct is found to be willful or intentional. If  
20                     a court determines that a violation was willful  
21                     or intentional and imposes an additional pen-  
22                     alty, the court may impose an additional pen-  
23                     alty in accordance with subparagraph (A) in an  
24                     amount that does not exceed \$1,000,000.

25                     “(5) PERIOD OF LIMITATIONS.—

1                 “(A) IN GENERAL.—Except as provided in  
2                 subparagraph (B), a civil action may not be  
3                 brought under this subsection unless the civil  
4                 action is filed not later than 2 years after the  
5                 later of—

6                         “(i) the date of the act complained of;

7                         or

8                         “(ii) the date of discovery of the act  
9                 complained of.

10                 “(B) LIMITATION.—In no instance may a  
11                 civil action be brought under this subsection  
12                 after the date that is 10 years after the date of  
13                 the act complained of.”.

14                 “(e) EFFECTS ON OTHER LAW.—

15                 “(1) IN GENERAL.—This section shall super-  
16                 cede a provision of the law of a State or political  
17                 subdivision of a State that requires or allows collec-  
18                 tion or disclosure of geolocation information prohib-  
19                 ited by this section.

20                 “(2) STATE CONSUMER PROTECTION LAWS.—

21                 Nothing in this section shall be construed to pre-  
22                 empt the law of a State that grants greater con-  
23                 sumer protections relating to the collection, receipt,  
24                 recording, obtaining, or disclosure of geolocation in-  
25                 formation from electronic communications devices.

1           “(3) RIGHTS AND REMEDIES.—Nothing in this  
2 section shall be construed to effect the rights and  
3 remedies of any individual under any other State or  
4 Federal law.

5           “(4) COMMON CARRIERS AND CABLE SERV-  
6 ICES.—This section shall not apply to the activities  
7 of an individual or entity to the extent the activities  
8 are subject to section 222 or 631 of the Communica-  
9 tions Act of 1934 (47 U.S.C. 222 and 551).”.

10          (b) TECHNICAL AND CONFORMING AMENDMENTS.—  
11 Chapter 121 of title 18, United States Code, is amended—  
12           (1) in the table of sections, by adding at the  
13 end the following:

“2713. Voluntary location tracking of electronic communications devices.”;  
14 and  
15           (2) in section 2702(c), by striking “A provider”  
16 and inserting “Except as provided under section  
17 2713, a provider”.

18          (c) EFFECTIVE DATE; APPLICABILITY.—  
19           (1) IN GENERAL.—The amendments made by  
20 this section—

21               (A) shall take effect on the date of enact-  
22 ment of this Act; and

23               (B) except as provided in paragraph (2),  
24 shall apply on and after the date that is 180  
25 days after the issuance of regulations under

1           section 2713(c) of title 18, United States Code,  
2           as added by subsection (a).

3           (2) REGULATIONS.—Section 2713(c) of title 18,  
4           United States Code, as added by subsection (a),  
5           shall apply on the date of enactment of this Act.

6           **SEC. 4. GEOLOCATION INFORMATION USED IN INTERSTATE**

7           **DOMESTIC VIOLENCE OR STALKING.**

8           (a) IN GENERAL.—Chapter 110A of title 18, United  
9           States Code, is amended—

10           (1) by redesignating section 2266 as section  
11           2267;

12           (2) by inserting after section 2265 the fol-  
13           lowing:

14           **“§ 2266. Geolocation information used in interstate**  
15           **domestic violence or stalking**

16           “(a) OFFENSES; UNAUTHORIZED DISCLOSURE OF  
17           GEOLOCATION INFORMATION IN AID OF INTERSTATE Do-  
18           MESTIC VIOLENCE OR STALKING.—A covered entity  
19           that—

20           “(1) knowingly and willfully discloses  
21           geolocation information about an individual to an-  
22           other individual;

23           “(2) knew that a violation of section 2261,  
24           2261A, or 2262 would result from the disclosure;  
25           and

1           “(3) intends to aid in a violation of section  
2        2261, 2261A, or 2262 as a result of the disclosure,  
3        shall be punished as provided in subsection (b).

4           “(b) PENALTIES.—A covered entity that violates sub-  
5        section (a) shall be fined under this title, imprisoned for  
6        not more than 2 years, or both.”; and

7           (3) in section 2267, as so redesignated, by add-  
8        ing at the end the following:

9           “(11) COVERED ENTITY; GEOLOCATION INFOR-  
10        MATION.—The terms ‘covered entity’ and  
11        ‘geolocation information’ have the meanings given  
12        those terms in section 2713.”.

13        (b) TECHNICAL AND CONFORMING AMENDMENTS.—

14           (1) TITLE 10.—Section 1561a(b) of title 10,  
15        United States Code, is amended by striking “section  
16        2266(5)” and inserting “section 2267(5)”.

17           (2) TITLE 18.—Title 18, United States Code, is  
18        amended—

19           (A) in section 113(b)(3), by striking “sec-  
20        tion 2266” and inserting “section 2267”;

21           (B) in section 1992(d)(14), by striking  
22        “section 2266” and inserting “section 2267”;  
23        and

24           (C) in chapter 110A—

(i) in the table of sections, by striking the item relating to section 2266 and inserting the following:

“2266. Geolocation information used in interstate domestic violence or stalking.  
“2267. Definitions.”;

4 and

5 (ii) in section 2261(b)(6), by striking  
6 “section 2266 of title 18, United States  
7 Code,” and inserting “section 2267”.

18 SEC. 5. FRAUDULENT COLLECTION OF GEOLOCATION IN-  
19 FORMATION.

20 (a) IN GENERAL.—Section 1039(h) of title 18,  
21 United States Code, is amended—

22 (1) in paragraph (2)—

(B) in subparagraph (B), by striking the period at the end and inserting “; and”; and

3 (C) by adding at the end the following:

4                         “(C) includes any geolocation information  
5                         service.”;

(2) by redesignating paragraph (4) as para-

10               “(4) GEOLOCATION INFORMATION SERVICE.—  
11               The term ‘geolocation information service’ means the  
12               provision of a global positioning service or other  
13               mapping, locational, or directional information serv-  
14               ice.”.

**15 (b) CONFORMING AMENDMENTS.—**

18 (A) in the section heading, by inserting  
19 “**or geolocation**” after “**phone**”:

(B) in subsection (a)—

24 (ii) in paragraph (4), by inserting “or  
25 geolocation” after “phone”;



1                             (2) TABLE OF SECTIONS.—The table of sections  
2       for chapter 47 of title 18, United States Code, is  
3       amended by striking the item relating to section  
4       1039 and inserting the following:

“1039. Fraud and related activity in connection with obtaining confidential phone or geolocation records information of a covered entity.”.

5                             (c) SENTENCING GUIDELINES.—

6                             (1) REVIEW AND AMENDMENT.—Not later than  
7       180 days after the date of enactment of this Act, the  
8       United States Sentencing Commission, pursuant to  
9       its authority under section 994 of title 28, United  
10      States Code, and in accordance with this subsection,  
11      shall review and, if appropriate, amend the Federal  
12      sentencing guidelines and policy statements applica-  
13      ble to persons convicted of any offense under section  
14      1039 of title 18, United States Code, as amended by  
15      this section.

16                             (2) AUTHORIZATION.—The United States Sen-  
17      tencing Commission may amend the Federal sen-  
18      tencing guidelines in accordance with the procedures  
19      set forth in section 21(a) of the Sentencing Act of  
20      1987 (28 U.S.C. 994 note) as though the authority  
21      under that section had not expired.

1   **SEC. 6. PROHIBITING DEVELOPMENT AND DISTRIBUTION**

2                   **OF STALKING APPS.**

3       (a) IN GENERAL.—Section 2512 of title 18, United

4 States Code, is amended—

5                   (1) in the section heading, by striking “**elec-**  
6                   **tronic communication**” and inserting “**elec-**  
7                   **tronic communications or geolocation in-**  
8                   **formation**”; and

9                   (2) by inserting “or geolocation information”  
10                  after “or electronic communications” each place it  
11                  appears.

12       (b) TECHNICAL AND CONFORMING AMENDMENT.—

13 The table of sections for chapter 119 of title 18, United  
14 States Code, is amended by striking the item relating to  
15 section 2512 and inserting the following:

“2512. Manufacture, distribution, possession, and advertising of wire, oral, or  
electronic communications or geolocation information intercepting devices prohibited.”.

16   **SEC. 7. FORFEITURE OF PROCEEDS OF STALKING APPS.**

17       (a) IN GENERAL.—Section 2513 of title 18, United  
18 States Code, is amended—

19                   (1) in the section heading, by striking “**elec-**  
20                   **tronic communication**” and inserting “**elec-**  
21                   **tronic communications or geolocation in-**  
22                   **formation**”; and

23                   (2) by inserting “(a) IN GENERAL.—” before  
24                  “Any electronic”;

1                             (3) in the first sentence, by inserting “, and  
2                             any proceeds from the use or sale of such a device,”  
3                             after “section 2512 of this chapter”; and

4                             (4) by adding at the end the following:

5                             “(b) ANTI-STALKING FUND.—

6                             “(1) FUND.—There is established in the Treas-  
7                             ury a fund, to be known as the ‘Anti-Stalking Fund’  
8                             (referred to in this subsection as the ‘Fund’), to be  
9                             administered by the Attorney General.

10                            “(2) CREDITING OF AMOUNTS.—Notwith-  
11                             standing section 3302 of title 31, or any other law  
12                             regarding the crediting of money received for the  
13                             Government, there shall be deposited in the Fund an  
14                             amount equal to the value of any device and all pro-  
15                             ceeds forfeited to the United States under this sec-  
16                             tion, which shall remain available until expended.

17                            “(3) USE OF FUND.—The Attorney General  
18                             may, without further appropriation, use amounts in  
19                             the Fund to—

20                             “(A) develop and provide training to law  
21                             enforcement officers, prosecutors, judges, and  
22                             victim service personnel throughout the United  
23                             States regarding relevant Federal, State, terri-  
24                             torial, or local law and promising practices, pro-

1           cedures, and policies relating to investigating  
2           and prosecuting stalking crimes; and  
3           “(B) support help line and emergency re-  
4           sponse efforts for stalking crimes.”.

5       (b) TECHNICAL AND CONFORMING AMENDMENT.—

6 The table of sections for chapter 119 of title 18, United  
7 States Code, is amended by striking the item relating to  
8 section 2513 and inserting the following:

“2513. Confiscation of wire, oral, or electronic communications or geolocation  
information intercepting devices.”.

9 **SEC. 8. INFORMATION GATHERING ON THE USE OF**  
10           **GEOLOCATION DATA IN VIOLENCE AGAINST**  
11           **WOMEN.**

12       (a) NATIONAL CRIME VICTIMIZATION SURVEY.—As  
13 soon as practicable and not later than 1 year after the  
14 date of enactment of this Act, as part of each National  
15 Crime Victimization Survey, the Attorney General shall in-  
16 clude questions examining the role that various new tech-  
17 nologies that use geolocation information may have in the  
18 facilitation of domestic violence, dating violence, sexual as-  
19 sault, or stalking, including the use of—

- 20           (1) global positioning system technology;  
21           (2) smartphone mobile applications;  
22           (3) in-car navigation devices; and  
23           (4) geo-tagging technology.

1       (b) NATIONAL INTIMATE PARTNER AND SEXUAL VI-  
2 OLENCE SURVEY.—As soon as practicable and not later  
3 than 1 year after the date of enactment of this Act, as  
4 part of each National Intimate Partner and Sexual Vi-  
5 lence Survey, the Director of the Center for Disease Con-  
6 trol and Prevention shall include questions relating to the  
7 use of geolocation information as described in subsection  
8 (a).

9       (c) CONSULTATION.—The Attorney General, acting  
10 through the Director of the Office on Violence Against  
11 Women and the Director of the National Institute of Jus-  
12 tice, shall consult with representatives from the Federal  
13 agencies, offices of State attorneys general, national victim  
14 advocacy organizations, and the industries related to the  
15 technologies described in subsection (a) to assist in the  
16 coordination and collection of data described in subsection  
17 (a).

18 **SEC. 9. GEOLOCATION CRIME INFORMATION AND REPORT-  
19 ING.**

20       (a) IMPLEMENTATION.—The Attorney General shall  
21 direct the Internet Crime Complaint Center to provide  
22 education and awareness information to the public and law  
23 enforcement and register complaints regarding the abuse  
24 of geolocation information to commit domestic violence,

1 dating violence, sexual assault, stalking, or other related  
2 crimes.

3 (b) CONSULTATIONS.—In determining what informa-  
4 tion will be provided to the public and collected in com-  
5 plaints under subsection (a), the Attorney General shall  
6 consult with nongovernmental entities that have dem-  
7 onstrated expertise relating to the abuse of the Internet  
8 or geolocation information to commit stalking, domestic  
9 violence, dating violence, sexual assault, or other related  
10 crimes.

11 (c) REPORT.—Not later than 18 months after the  
12 date of enactment of this Act, the Attorney General shall  
13 submit to the Committee on the Judiciary of the Senate  
14 and the Committee on the Judiciary of the House of Rep-  
15 resentatives a report that discusses and summarizes the  
16 information collected in complaints filed under subsection  
17 (a).

18 **SEC. 10. NATIONAL GEOLOCATION CURRICULUM DEVELOP-  
19 MENT.**

20 (a) IN GENERAL.—The Attorney General, through  
21 the Director of the Office on Violence Against Women,  
22 may make grants to entities to develop and provide train-  
23 ing to law enforcement officers, prosecutors, judges, and  
24 victim service personnel throughout the United States re-  
25 garding relevant Federal, State, territorial, or local law

1 and promising practices, procedures, and policies relating  
2 to investigating and prosecuting the misuse of geolocation  
3 information in the commission of stalking, domestic vio-  
4 lence, dating violence, sexual assault, and other crimes.

5 (b) APPLICATION.—An eligible entity desiring a grant  
6 under this section shall submit an application to the Attor-  
7 ney General at such time, in such manner, and accom-  
8 panied by such information as the Attorney General may  
9 reasonably require.

○